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**Operations**

**READINESS EXERCISES AND  
AFTER-ACTION REPORTING PROGRAM**

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This instruction implements Air Force Policy Directive (AFPD) 10-2, *Readiness*. It guides implementation of the Air Force Exercise Program (AFEP). It identifies exercise responsibilities; gives the basic structure and objectives of the AFEP; establishes the Air Force After-Action Reporting System (AFAARS) and Air Force Remedial Action Program (AFRAP); and describes the funding process for the Chairman, Joint Chiefs of Staff (CJCS) Exercise Program. It does not limit a commander's rights or responsibilities to plan, conduct, or evaluate readiness and training exercises. Use this instruction with CJCS, Commander in Chief (CINC), Air Force, major command (MAJCOM), and agency exercise documents. The reporting requirements contained in **Chapter 5** and **Chapter 6** are exempt from licensing in accordance with paragraph 2.11.4. of Air Force Instruction (AFI) 37-124, *The Information Collections and Reports Management Program; Controlling Internal, Public, and Interagency Air Force Information Collections*. Any organization may supplement this instruction. Major commands (MAJCOMs), field operating agencies (FOAs), and direct reporting units (DRUs) send one copy of their supplements to HQ USAF/XOOT.

**SUMMARY OF REVISIONS**

**This document is substantially revised and must be completely reviewed.**

Instruction title has been changed to more accurately reflect document contents. This revision references guidance for use of contractors in exercise planning/execution (paragraph **1.4.15.**); requires trained personnel for development of other service's exercises (paragraph **2.2.1.2.**); expands after-action reporting and information on the Air Force Center for Knowledge Sharing Lessons Learned (AFCKSLL) (**Chapter 5**); incorporates updated procedures for the Air Force Remedial Action Program (AFRAP) (**Chapter 6**); establishes exercise reports for MAJCOMs, FOAs, and DRUs (paragraphs **7.1.2.6.**, **7.1.2.7.**, **8.6.1.**, **8.8.1.**, and **8.8.2.**); expands description of Port Handling (PH), Inland Transportation (IT), and Commercial Ticket Program (CTP) exercise funding (paragraphs **8.2.2.** through **8.2.2.6.**); added Summary of MAJCOM/FOA/DRU Reports (**Attachment 2**).

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## Chapter 1

### PURPOSE, OBJECTIVES, AND PLANNING GUIDELINES

**1.1. Purpose.** The Air Force Exercise Program (AFEP) exists to enhance readiness and improve crisis response. It outlines procedures for organizing military exercises and for distributing the results throughout the Air Force. Guidance found in this instruction applies to Air Force participation in joint, combined, and Combat Air Forces (CAF) exercises. Installation level exercises will be conducted in accordance with AFI 32-4001, *Disaster Preparedness Planning and Operations*.

**1.2. Objectives.** The AFEP goal is to maximize the benefits gained through exercises. Specifically, it strives to enhance readiness, boost combat capability, streamline procedures, and improve system support. It defines procedures for:

- 1.2.1. Planning, executing, and evaluating Air Force exercise participation.
- 1.2.2. Selecting objectives and analyzing exercise results.
- 1.2.3. After-action reporting to address up-channel and down-channel requirements.
- 1.2.4. Identifying problems that affect combat readiness, assigning responsibility for corrective action, and ensuring that corrective action is applied.

**1.3. Air Force Key Exercises and Experiments.** Certain key exercises are of major importance to the Air Force since they can have an impact on future Air Force force structure, doctrine, and employment concepts. These exercises often include Air Force initiatives associated with technology insertions, concept experiments, and doctrine evaluations and require increased attention at the Headquarters United States Air Force (HQ USAF) and major command (MAJCOM) levels. Exercises designated as Air Force key exercises are contained in the Air Force Key Exercises, Experiments, and Wargame Events Schedule (AFKEWES) maintained by the HQ USAF Wargaming and Experiments Division (HQ USAF/XOCW). These exercises require special coordination, education, and training during exercise planning and execution. See AFI 10-2301, *Operational Innovation Process*, for additional guidance.

#### **1.4. Planning Guidelines.**

1.4.1. Priorities. If possible, rank priorities when sourcing resources for exercise participation according to sponsorship, following this order:

- 1.4.1.1. Chairman of the Joint Chiefs of Staff (CJCS)
- 1.4.1.2. Commander in Chief (CINC), Unified Commands
- 1.4.1.3. Air Force
- 1.4.1.4. Other Services
- 1.4.1.5. Defense agencies
- 1.4.1.6. Air Force MAJCOMs, Field Operating Agencies (FOAs), or Direct Reporting Units (DRUs)

1.4.2. Conditions. Normally design, conduct, and evaluate exercises under “no-fault” conditions in order to gain confidence and to ensure that problems are identified. Give participants the “opportunity

to fail” while ensuring their safety. Do not grade individual or unit performance during exercises and do not report performance in after-action reports (AARs) or exercise analyses. Formal inspections, such as operational readiness inspections (ORIs), may be conducted during exercises to maximize available resources and operational opportunities. All units involved in an exercise will be notified if formal inspections will be conducted during the exercise, and that grading will effect only those inspected units. Assessments of Mission Essential Tasks, accomplished during the exercise, should be done independently of the AAR system. **NOTE:** Real world events have priority over exercise play. The real world Commander, Air Force Forces (COMAFFOR) determines whether to interrupt Air Force participation in military exercises to respond to these events.

1.4.3. Concept. Embody the “train the way we fight” concept. Apply real world command relationships when possible. Emphasize participation and reduce artificialities (notional forces and events) to assess actual abilities and limits consistent with safety, exercise objectives, security, mission accomplishment, and other real world constraints. Make sure logistics, support, and force protection requirements are fully integrated with operational requirements. Exercise databases should mirror actual plans, policies, procedures, processes, and doctrine, as well as utilizing current command, control, and communications systems.

1.4.4. Coordination. Coordinate MAJCOM, FOA, and DRU-sponsored exercises with CJCS-sponsored, CINC-sponsored, Air Force-sponsored, or other joint exercises. Use higher headquarters exercises to carry out lower priority exercise objectives whenever possible.

1.4.5. Scheduling. Whenever possible, adapt Air Force or other exercise schedules to the CJCS schedule.

1.4.6. Support Requirements.

1.4.6.1. Establish exercise communications/computer systems, and logistics requirements that reflect capabilities likely to exist under real world conditions.

Coordinate support requirements exceeding those stated in the force list, time-phased force and deployment data (TPFDD), or operation plan (OPLAN) with the exercise office of primary responsibility (OPR)/sponsor.

1.4.6.2. Use exercises as an opportunity to validate, recommend proposed changes, and update support plans, site surveys, and information files such as the Automated Airfield Information File (AAIF).

1.4.7. Relevancy. MAJCOMs ensure that unit exercises prepare units to master the full range of their contingency taskings including OPLANs, anticipated combat taskings, and noncombat contingency taskings (such as natural disasters, terrorist threats, etc.).

1.4.8. Objectives. Develop specific objectives for each exercise. As part of this effort, review operational, logistical, support, and force protection requirements, command relationships, applicable plans, AARs, lessons learned databases, corrective action reports, observation reports, inspection reports, and guidance from higher headquarters. Ensure that the exercise’s design, Control Staff Instructions (COSINs), artificial inputs, level and extent of player participation, and scenario support the exercise objectives.

1.4.9. OPSEC and COMSEC Policy. Follow operations security (OPSEC) and communications security (COMSEC) guidance. (See Joint Publication 3-54, *Joint Doctrine for Operations Security*; AFRP

33-2, *Information Protection*; AFI 33-211, *Communication Security (COMSEC) User Requirements*, and AFI 10-1101, *Operations Security (OPSEC)*.

1.4.10. Players. Use exercises to train the way you intend to fight for all levels, for example, from flight lead to theater commander. A combination of both experienced and inexperienced players at all levels will significantly enhance exercise effectiveness. Integrate the Air Reserve Components (ARCs), Department of Defense (DOD) civilians, and contractors in the exercise to further the concept of total force.

1.4.11. Design. Refer to Air Force Doctrine Document Series when designing exercises to ensure exercise war plan taskings are consistent with doctrine. Obtain guidance from HQ USAF Director of Operations and Training (HQ USAF/XOO), HQ USAF Director of Command and Control (HQ USAF/XOC), and the Air Force Doctrine Center (AFDC).

1.4.12. Environmental Planning and Compliance. MAJCOMs, FOAs, and DRUs will ensure compliance with AFI 32-7061, *The Environmental Impact Analysis Process (EIAP)*, during all phases of the exercise. Specify environmental responsibilities and policies for inclusion in the operation order (OPORD) and OPLAN as an appendix or annex. Include policies and responsibilities for the following, as well as any other relevant issues:

1.4.12.1. Certification of local water sources by medical field units.

1.4.12.2. Solid and liquid waste management.

1.4.12.3. Hazardous materials management.

1.4.12.4. Flora and fauna protection.

1.4.12.5. Archeological and historical preservation.

1.4.12.6. Spill response.

1.4.13. Air Force exercises conducted in the United States, its territories, and possessions will comply with applicable Federal, State, interstate, and local requirements. Exercises conducted at DOD installations in foreign countries will comply with AFI 32-7006, *Environmental Program in Foreign Countries*. When engaging in war or contingency operations, if employment of the EIAP is not possible, apply through the MAJCOM environmental planning function to HQ USAF Installations & Logistics Environmental Division (HQ USAF/ILEV) for a waiver to those requirements of the EIAP that cannot be met.

1.4.14. Radio Frequency Spectrum Policy. Adhere closely to radio frequency spectrum guidance. The US Air Force Frequency Management Agency (AFFMA) issues policy guidance. See AFI 33-106, *Managing High Frequency Radios, Personal Wireless Communications Systems, and the Military Affiliate Radio System*, and AFI 33-118, *Radio Frequency (RF) Spectrum Management*, for details.

1.4.15. Field Conditions. When necessary, declare field conditions for an exercise or phase within an exercise.

1.4.16. Use of Contractors for Exercises. Do not direct/request vendors, contractors, or contract personnel to provide support or perform work not specified under contract. Urgent events of exercise play will not exempt an individual from potential personal liability for unauthorized costs associated with exercises. The contract statement of work establishes the contractor's responsibilities and taskings. Exercise participants shall not direct the contractor to perform tasks outside the terms of the contract,

as such actions may involve additional, unbudgeted costs to the Government. Where contractor support and essential services (CSES) are appropriate, mission essential contractor personnel should be included in exercise planning and execution, to exercise doctrine, policies, and procedures affecting the use of civilian contractors in wartime and operational contingencies.

1.4.17. Use of War Reserve Materiel (WRM) for Exercises. WRM assets are programmed to support major theater wars (MTWs). WRM materiel will not be used for exercises without the appropriate release authority as outlined in AFI 25-101, *War Reserve Materiel (WRM) Program Guidance and Procedures*. Planners will make every effort to secure alternate means of support before considering WRM, to include:

1.4.17.1. Air Force Contract Augmentation Program (AFCAP) provides a means of obtaining commercial-off-the-shelf (COTS) items and contractor support. Requests for task orders are initiated through the appropriate MAJCOM Civil Engineer. AFCAP procedures and information can be found on the Air Force Civil Engineer Agency's (AFCEA) worldwide web site (<http://www.afcesa.af.mil>).

1.4.17.2. Logistic Civilian Augmentation Program (LOGCAP).

1.4.17.3. Other service support (secured through theater LG (logistics)).

1.4.17.4. Other Air Force unit support.

1.4.18. Document all requests for support (as listed above). If unable to obtain support from the above sources, process requests in accordance with AFI 25-101, *War Reserve Materiel (WRM) Program Guidance and Procedures*.

1.4.19. Manning. Consider factors that drive high operational tempo (OPTEMPO) and high personnel tempo (PERSTEMPO), such as real world operations, other exercises, high-demand low-density Air Force Specialty Codes (AFSCs), and career field manning imbalances when assessing the availability of military personnel to participate in an exercise.

1.4.20. Combined Exercises in Non-SOFA Countries. Air Force personnel should not ordinarily be deployed to countries with which the United States does not have an agreement addressing the status of US personnel while in that country on official business. Such agreements are commonly referred to as status of forces agreements (SOFAs). If a SOFA or similar arrangement does not exist with the country in question, such an agreement should be negotiated and concluded in advance of the exercise in accordance with Department of Defense Directive DODD 5530.3, *International Agreements*, and AFI 51-701, *Negotiating, Concluding, Reporting, and Maintaining International Agreements*. If in doubt as to the existence of such an agreement with regard to a particular country or for assistance in preparing an agreement, contact Secretary of the Air Force, Office of the General Counsel, Deputy General Counsel for International Affairs (SAF/GCI).

## Chapter 2

### RESPONSIBILITIES

#### 2.1. HQ USAF.

2.1.1. HQ USAF Deputy Chief for Air and Space Operations (HQ USAF/XO) provides oversight for Air Force-sponsored exercises, Air Force participation in CJCS exercises, and Air Force after-action reporting. HQ USAF Director of Operations (HQ USAF/XOO), is the office of primary responsibility for the Air Force Exercise Program (AFEP). HQ USAF Operational Training Division (HQ USAF/XOOT), is the point of contact (POC) for the AFEP and acts on behalf of HQ USAF/XOO to accomplish the following:

- 2.1.1.1. Guides Air Force exercise planning and participation;
- 2.1.1.2. Coordinates and interacts with the Joint Staff (JS), Office of the Secretary of Defense (OSD), defense agencies, and DOD POCs;
- 2.1.1.3. Monitors and administers CJCS and Combat Air Forces (CAF) exercise funds for Program Elements 28011F and 27603F;
- 2.1.1.4. Directs the planning, development, execution, and evaluation of CJCS command post exercises (CPXs) for the Air Force;
- 2.1.1.5. Manages the After-action and Air Force Remedial Action Programs (AFRAP);
- 2.1.1.6. Provides core representation on the Air Force Exercise Coordination Team (AFECT) chaired by HQ USAF Wargaming and Experiments Division (HQ USAF/XOCW);
- 2.1.1.7. Monitors Air Force participation in joint, combined, and CAF exercises;
- 2.1.1.8. Works with MAJCOMs, FOAs, and DRUs to articulate the Air Force position on the CJCS Joint Training Master Plan (JTMP);
- 2.1.1.9. Acts as Air Force OPR for CJCS exercise planning guidance;
- 2.1.1.10. Acts as Air Staff POC for DOD and non-DOD exercises;
- 2.1.1.11. Monitors exercise participation by the Air National Guard (ANG) and Air Force Reserve Command (AFRC).

2.1.2. Air Staff directorates help plan, execute, and evaluate major exercises. They also assist in the Air Force Remedial Action Program.

**2.2. MAJCOMs, FOAs, and DRUs.** MAJCOMs, FOAs, and DRUs Directors for Operations normally will be the OPR for their organization's AFEP. Each will establish an exercise program at their HQ level and direct the actions of subordinate units in exercise activities. Specific responsibilities encompass the following functional areas:

##### 2.2.1. Planning.

- 2.2.1.1. Establish a POC for exercise planning and coordinating. This is the command interface with HQ USAF/XOOT and HQ USAF/XOCW.



2.2.1.2. Assign qualified personnel to plan, conduct, evaluate, and report on exercises. Ensure, where appropriate, these individuals are trained on other service's exercise development programs for effective integration into the exercise scenario.

2.2.2. Guidance.

2.2.2.1. Establish and implement command policies on exercises, and guide exercises of subordinate units.

2.2.2.2. Coordinate Air Force exercise planning directives, Master Scenario Events Lists (MSELs), control staff instructions (COSINs), and post-exercise evaluation reports for CJCS-sponsored worldwide CPXs with HQ USAF/XOOT.

2.2.2.3. Attend Air Force exercise scheduling conferences, if required.

2.2.2.4. Submit copies of all documents published in support of CJCS sponsored worldwide CPX exercise planning, execution, or evaluation to HQ/USAF XOOT for information and coordination.

2.2.2.5. Develop and implement environmental plans (see paragraph [1.4.12.](#)), if required.

2.2.3. Remedial Action Program.

2.2.3.1. Participate in and support CJCS Remedial Action Program, and Air Force After-Action Reporting System (AFAARS).

2.2.3.2. Review AARs and exercise observation reports. Inform HQ USAF/XOOT of any problems requiring HQ USAF assistance.

2.2.3.3. Institute a command Remedial Action Program to correct deficiencies observed during exercises and real world operations, and to support the Air Force Remedial Action Program.

2.2.4. Conferences and Funding.

2.2.4.1. Attend HQ USAF-hosted exercise conferences, if required.

2.2.4.2. Coordinate Air Force inputs to the CJCS JTMP with HQ USAF/XOOT.

2.2.4.3. Submit funding requirements to HQ USAF/XOOT for Program Element (PE) 28011F (CJCS Exercises).

2.2.4.4. Submit annual expenditures for the Commercial Ticketing Program (CTP) and Port Handling/Inland Transportation (PH/IT) Program detailed by exercise.

## Chapter 3

### THE EXERCISE CYCLE

**3.1. Planning Phase.** The planning phase encompasses all aspects of designing and developing exercises. **NOTE:** The following discussion is provided as a guideline for the development of exercises. (Timelines may be adjusted as necessary.) Thorough exercise planning involves:

#### 3.1.1. Defining the concept.

3.1.1.1. The exercise concept guides and focuses the planning effort. The concept determines the type (i.e., CPX, field training exercise (FTX), computer-assisted exercise (CAX), etc.), duration, and level of exercise play. It identifies the major participants, systems, plans, procedures, and activities. It includes a review of results from previous exercises and real world lessons learned. For a CJCS-sponsored CPX, this process may start 12-15 months prior to the start of the exercise (STARTEX).

#### 3.1.2. Setting objectives.

3.1.2.1. Setting Objectives. Exercise objectives are precise, action-oriented statements of the goals of the exercise. Previous exercise After-Action Reports (AARs), Joint Universal Lessons Learned (JULLs), observation reports, publications and directives, mission requirements, Operation Plans (OPLANs) and procedures, training requirements, inspection or evaluation results, mission area analyses, and current doctrine issues are all sources to consider when developing exercise objectives. Objectives should be developed from tasks on appropriate (AF, MAJCOM, Numbered Air Force (NAF), Wing, or Agency) Mission Essential Task Lists (METLs). Exercise objectives may also be used to determine if previously identified deficiencies have been resolved or if the suspected deficiencies actually exist. Air Force exercise objectives should be feasible within the larger Joint Staff (JS) exercise concept. Resource limitations should be considered to ensure the Air Force receives the greatest return for its resource expenditure. This process may be completed 12 months prior to STARTEX.

#### 3.1.3. Designing the exercise. In developing the Exercise Plan (EXPLAN), consider:

3.1.3.1. Required level of play for exercise participants.

3.1.3.2. Background material necessary to set the stage and conduct the exercise.

3.1.3.3. Extent to which role playing affects usefulness of results.

3.1.3.4. Need for communications-computer systems.

3.1.3.5. Key events that must occur to ensure that play supports exercise objectives (the chronological sequence of events is the Master Scenario Events List (MSEL)).

3.1.3.6. Development of implementers based on MSEL items and the timing and method of injection into exercise play.

3.1.3.7. Exercise support needed (i.e., facilities, equipment, administrative, Morale, Welfare, and Recreation (MWR) support etc.).

3.1.3.8. Factors affecting exercise play, such as the use of exercise databases, degree of modeling and simulation (M&S), reporting requirements, and airspace availability.

3.1.3.9. Personnel resources available (active duty, ARC, civilian, contractor) to support the scope of operations planned.

**NOTE:** Consider total force participation (i.e., integration of DOD civilians, Air Reserve Component (ARC) forces, and contractors).

3.1.4. For CJCS-sponsored CPXs, the Air Force EXPLAN follows the same standard format as the CJCS EXPLAN, which is based on the OPLAN format found in Chairman of the Joint Chiefs of Staff Manual (CJCSM) 3122.03, *Joint Operation Planning and Execution System, Vol II (Planning Formats and Guidance)*.

3.1.5. Developing control procedures and supporting material. Exercise controllers need clear, detailed instructions to guide the exercise. Items to include or consider when developing control procedures:

3.1.5.1. Determine the number of controllers required. Consider exercise duration, number of MSEL items, and extent to which controllers simulate non-participants.

3.1.5.2. Address implementer insertion, response to controller-player interaction, and controller response to anticipated events.

3.1.5.3. Background information necessary to assist controllers in their role as simulators.

3.1.5.4. Training or orientation necessary to prepare controllers for the exercise.

3.1.6. The Air Force Control Staff Instructions (COSINs) development normally begins 4-7 months prior to STARTEX.

3.1.7. Developing the system description, analysis plan, and data collection plan. The system description thoroughly describes each functional area that is selected for in-depth analysis in an exercise. The analysis and data collection plans, if required, link exercise analysis objectives, exercise play, and exercise results.

3.1.7.1. The System Description. It is intended to be used by the exercise controllers, data collectors, analysts, and selected players as a reference in the preparation of the Analysis and Data Collection Plans. System Descriptions typically include:

3.1.7.1.1. An introduction (overview) of the system.

3.1.7.1.2. Definitions and functions of the system.

3.1.7.1.3. Organizational entities involved.

3.1.7.1.4. System inputs.

3.1.7.1.5. System outputs.

3.1.7.1.6. Communications and information processing.

3.1.7.1.7. System information flow to include diagrams.

3.1.7.1.8. Performance standards.

3.1.7.1.9. References.

3.1.7.2. The Analysis Plan. The Analysis Plan provides the methodology to ensure a thorough analysis of the systems selected for evaluation for each exercise. When applicable, it should be

written so it will lead to findings on systems performances that are significant, logical, and analytically supportable. Items to consider:

- 3.1.7.2.1. Discuss exercise artificialities and other factors that could bias the analysis and how these factors will be dealt with to minimize compromises to the exercise's real world value.
- 3.1.7.2.2. Identify the objectives and sub-objectives selected for detailed analysis.
- 3.1.7.2.3. Identify the issues relating to each sub-objective.
- 3.1.7.2.4. Specify the analysis techniques that will be used.
- 3.1.7.2.5. Explain the data presentation techniques that will be used in the analysis report.

3.1.7.3. The Data Collection Plan. The Data Collection Plan provides the methodology to ensure the data necessary to support the analysis plan is collected during the exercise. The Data Collection Plan should:

- 3.1.7.3.1. Identify each location where data will be collected.
- 3.1.7.3.2. Provide explicit instructions and responsibilities to data collectors at each location.
- 3.1.7.3.3. Include all necessary forms, questionnaires, tables, and other material required to record the data.
- 3.1.7.3.4. Include a summary of Remedial Action Projects (RAPs) applicable to the exercise.

3.1.8. Developing player instructions and materials. A major reason for conducting exercises is to train players in their crisis or wartime roles. However, it is often necessary to conduct preliminary exercise training to ensure players understand the exercise scenario, are aware of the exercise assumptions and artificialities, and are familiar with exercise documents in order to gain the maximum benefit from the exercise. Each organization must decide what training is needed in order to be adequately prepared for the exercise, and by extension, for crisis or war. Exercise-specific training should be comprehensive. At a minimum, provide players with:

- 3.1.8.1. EXPLAN and exercise objectives.
- 3.1.8.2. Background and "stage-setting" information.
- 3.1.8.3. Exercise rules and assumptions.
- 3.1.8.4. Significant exercise-staged situations such as simulated senior decision makers and communications degrades.
- 3.1.8.5. Reporting requirements.
- 3.1.8.6. Any exercise-unique materials the players need to perform their duties, such as maps, computer-generated flight plans, mission logs, and exercise telephone directories. In an actual situation, some of these materials would have been developed earlier than STARTEX and therefore need to be made available to the players prior to the beginning of the exercise.
- 3.1.8.7. Applicable Joint Operation Planning and Execution System (JOPES) information (including plan identification (PID) number and unit line number (ULN)).

**3.2. Preparation Phase.** During the preparation phase, the approved EXPLAN and supporting documents are distributed, and pre-exercise training is developed and conducted.

3.2.1. Document Distribution. The COSIN is marked “CONTROL EYES ONLY” and distributed exclusively to project officers, controllers and trusted agents. It should not be divulged to exercise players prior to the end of the exercise (ENDEX).

**3.3. Execution Phase.** The execution phase begins at STARTEX and continues until ENDEX.

3.3.1. Exercise controllers manage the direction, pace, and intensity of exercise play. Controllers should not be exercise players. Controllers form an exercise control group (ECG) tailored to the exercise type, objectives, and participating organizations. Typical ECG functions include:

3.3.1.1. Overseeing exercise play.

3.3.1.2. Monitoring MSEL inputs.

3.3.1.3. Coordinating controller actions in regulating or modifying the exercise scenario.

3.3.2. Data collectors gather exercise data according to the Data Collection Plan, if developed. Normally, the same person should not perform both data collection and controller functions. However, for small-scale exercises, controllers could also collect data. Data collectors should be informed of changes to exercise events. Data collectors should attend all exercise briefings and observe players performing their exercise duties.

**3.4. Post-Exercise Analysis Phase.** The post-exercise analysis phase includes post-exercise AAR and evaluation actions. It focuses on the exercise objectives, documents exercise results, and provides feedback to exercise players and others. The exercise analysis may range in scope from a simple AAR to a comprehensive detailed analysis report. Data is evaluated to determine accomplishment of the objectives. The goal is to determine whether or not exercise objectives have been met. If not, the analysis should identify and define deficiencies or shortcomings and provide suggestions for possible changes to existing plans, policies, procedures, and systems. If the objectives were met, the analysis should document that current plans, policies, procedures, and systems are adequate. It should also identify any successful work-arounds exercise players developed. Completing AARs and distributing exercise results are important final steps.

**3.5. Post-Exercise Reporting Phase.** Refer to [Chapter 5](#), Air Force After-Action Reporting System (AFAARS), for more details on post-exercise reporting requirements.

## Chapter 4

### MASTER SCENARIO EVENTS LIST (MSEL)

#### 4.1. The MSEL.

4.1.1. The MSEL is a compilation of scripted events that depict activities injected during the exercise by controllers to cause player actions. The MSEL is an exercise control document and must not be disclosed to exercise players. The Scenario Development Message(s) (SDM) present a chronological summary of the political, military, economic, and intelligence events existing worldwide at the start of the exercise (STARTEX). The SDM(s) is/are general in nature and designed to provide players with an understanding of the situation as it affects their operations during exercise play. The SDM(s) provide(s) the rationale for the MSEL events initiated during active play and are the means to activate plans, policies, procedures, and systems for analysis.

4.1.2. The exercise points of contact (POCs), or trusted agents, for each major participating agency contribute to the development of the MSEL items, relating each MSEL event to an exercise objective and, by definition, to tasks on the organization's Mission Essential Task List (METL).

4.1.3. Planned exercise events require a means to ensure accomplishment of those events. The actual message, document, phone call script, face-to-face encounter script, or other transmission means is called an "implementer." During exercises, controllers inject implementers according to the flow in the MSEL.

4.1.4. The Air Force and Joint Staff may conduct COSIN conferences to complete MSEL development. At each conference they:

4.1.4.1. Develop and sequence the MSEL events to produce the desired activity.

4.1.4.2. Coordinate proposed MSEL events to make intended play more plausible.

4.1.4.3. Ensure intended play is acceptable to affected agencies and the MSEL event is adequate to cause intended play.

4.1.4.4. Identify the individual or ECG member who injects the MSEL implementer.

4.1.4.5. Assign POCs to prepare implementers.

#### 4.2. Responsibilities.

4.2.1. HQ USAF/XOOT (for CJCS-sponsored CPXs).

4.2.1.1. Recommends overall exercise objectives.

4.2.1.2. Reviews MSEL items to determine whether they meet exercise objectives.

4.2.1.3. Adds MSEL events as required.

4.2.1.4. If required, hosts the Air Force COSIN conference to review Air Force MSEL events.

4.2.1.5. Provides MSEL events for the CJCS COSIN.

4.2.1.6. Represents the Air Force at the CJCS COSIN conference.

4.2.1.7. Publishes Air Force COSIN.

4.2.1.8. Injects MSEL events designated for HQ USAF.

4.2.2. Air Staff, MAJCOMs, FOAs, and DRUs (for CJCS-sponsored CPXs).

4.2.2.1. Develop and submit Air Staff, command, or agency objectives to AF/XOOT.

4.2.2.2. Develop and submit MSEL events to support CJCS, USAF, command, or agency objectives.

4.2.2.3. If held, attend USAF COSIN conference and, if requested, CJCS COSIN conference.

4.2.2.4. As required, provide personnel to serve on the ECG (i.e., inject MSELs).

#### **4.3. MSEL Event Development and Format.**

4.3.1. To develop a MSEL event:

4.3.1.1. Review exercise objectives, and the organization's METL.

4.3.1.2. Review EXPLAN background scenario and COSIN objectives and events matrix. The background scenario describes events leading up to the exercise. The objectives and events matrix contains critical exercise events.

4.3.1.3. Create MSEL events for objectives. The event created should bring forth a command or agency response.

4.3.1.4. Determine how to introduce the event into play. It should correspond to how the event would occur under real-world conditions. Coordinate the event with the ECG representative of the command(s) or agency(ies) that it will affect.

4.3.1.5. Determine who would most logically cause or report the event. Inject implementers at the lowest organizational level participating in the exercise. The ECG member representing that command or agency becomes the injector. Ideally, the ECG member from the unit experiencing the simulated problem or noting the simulated incident should inject the implementer.

4.3.2. MSEL Format. Because of the volume and need for continuous updating, the MSEL is kept in an electronic database. Prepare MSEL events in accordance with the formatting instructions described in the currently approved CJCS MSEL program software. **Figure 4.1.** shows a sample MSEL event from a COSIN Report .

**Figure 4.1. Sample MSEL Event from a MSEL Database Report.**

EVENT	DTG	DRAFTER	INJECTOR	EVENT DESCRIPTION
Record #1 *030002 Level 2  01,13	131200Z Jun 02	HQ AFMC MAJ JONES DSN 123-4567 (555) 123-4567	HQ ACC/DRB CAPT SMITH DSN 345-6789 (999) 345-6789	(U) ADVANCED AVIONICS ARE REQUIRED FOR ACC TEST AIRCRAFT TO CONDUCT OT&E OF NEW WEAPONS SYSTEMS REQUIRED WITHIN NEXT 6 MONTHS BY USAF. REQUEST HQ USAF PROVIDE FUNDING AND DIRECTION TO AFMC TO ACCELERATE PRODUCTION AND DELIVERY OF AVIONICS TO TYNDALL AFB SUBJECT = LOGISTICS, AVIONICS, PROCUREMENT COMMITTEE = LOGISTICS
Send by MESSAGE to HQ USAF/CAT who should TASK AFMC by 141200Z Jun 02				

4.3.3. The first column, “EVENT,” is a unique six-digit number that identifies each MSEL event. HQ USAF assigns these numbers to each MAJCOM/FOA/DRU and publishes them in the COSIN for each exercise. In addition, unified commands assign numbers to their component commands. Component commands submit level 1 and 2 MSEL events to their unified command and level 3 MSEL events to HQ USAF.

4.3.4. Below the MSEL number is the level of the event. *MSEL item levels are determined primarily based on the level of command that resolves the event.* The following general definitions (extracted from CJCSM 3500.03, *Joint Training Manual for the Armed Forces of the United States*, Appendix N) may be used for planning CJCS-sponsored exercises.

4.3.4.1. Level 1. Those MSEL events linked to a Strategic National level task in the Universal Joint Task List (UJTL) and managed by the Joint Staff J-7.

4.3.4.2. Level 2. Those MSEL events linked to a Strategic Theater level task in the UJTL and managed by a CINC Headquarters or Service Headquarters.

4.3.4.3. Level 3. Those MSEL events linked to an Operational level task in the UJTL and managed by a Component Command or Major Command Headquarters.

4.3.4.4. Level 4. Those MSEL events linked to a Tactical level task in the UJTL and managed below Component Command or Major Command Headquarters.

4.3.5. Once detailed information regarding the originator and recipient of the event tasking is known, MSEL drafters should refer to the decision-logic matrix in CJCSM 3500.03, Appendix N, for determining the MSEL level and manager for specific events.

#### **4.4. MSEL Implementers.**

4.4.1. MSEL implementers drive player action. The MSEL event drafter prepares the implementer.

4.4.2. Prepare implementers for all MSEL events submitted to HQ USAF for inclusion in the CJCS or Air Force COSIN. Implementers are messages, letters, memoranda, E-mail, or scripts for telephone or



face-to-face conversations. Craft each implementer to achieve the desired exercise results, remembering that players may not react as expected or desired.

4.4.3. Prepare the implementer for injection at the lowest organizational level of participation. If a higher level injects the implementer, identify the simulated injector. For example, write “From HQ USAFE (SIMULATE 48FW).” Include the MSEL event number in the message subject line.

4.4.4. Send implementers to the injecting organization with an information copy to Joint Staff/J7-JEAD ECG and HQ USAF/XOOT/CAT by the date specified in the EXPLAN—normally no later than 2 weeks before STARTEX.

4.4.5. [Figure 4.2.](#) is a sample implementer for the event described in [Figure 4.1.](#)

#### **4.5. Controller Responsibilities During Exercises.**

4.5.1. Exercise controllers oversee the play of their organization and should:

4.5.1.1. Coordinate with control cells above and below their level.

4.5.1.2. Review all exercise control message traffic for changes.

4.5.1.3. Maintain a log of significant requests for exercise information. Coordination with the ECG may be required before appropriate answers can be provided.

4.5.1.4. Maintain a log showing ECG decisions, key player actions, and other significant exercise events.

4.5.2. Simulations. The ECG simulates the play of all non-participating agencies. This generally requires coordination between two or more control groups to provide realistic play. Simulations are crucial to the successful completion of an exercise. The ECG needs to have a thorough understanding of the scenario background and the roles different agencies play in order to properly simulate the activities of non-participating organizations.

4.5.3. Monitoring MSEL Activity. The ECG monitors MSEL status during the exercise. Players may take actions negating a planned event or requiring creation of an “ad hoc” event to keep the exercise on track. The ECG may adjust MSEL activity to meet exercise objectives.

Figure 4.2. Sample MSEL Implementer.

<p style="text-align: center;"><b>UNCLASSIFIED</b></p> <p>01 02 131200Z JUN 02   UUUU</p> <p>FROM: HQ ACC LANGLEY AFB VA//CAT// TO: HQ USAF WASHINGTON DC//CAT//</p> <p>INFO: HQ AFMC//WRIGHT-PATTERSON AFB OH//LOC/CAT// JOINT STAFF WASHINGTON DC//J7-JEAD ECG// HQ USAF WASHINGTON DC//XOOT//</p> <p>UNCLASSIFIED</p> <p>EXERCISE BIG SAMPLE 02</p> <p>SUBJECT: REQUEST FOR ACCELERATED AVIONICS DELIVERY (AF MSEL #030002)</p> <p>1. ACC HAS A REQUIREMENT FOR ADVANCED AVIONICS EQUIPMENT FOR NKC-135 AIRCRAFT TO SUPPORT URGENT AIRBORNE WEAPONS SYSTEMS TESTING IN SUPPORT OF USAFE REQUIREMENTS. THE AVIONICS ARE BEING PROCURED BY AFMC AS PART OF AN UPGRADE FOR RC/KC/EC-135 AIRCRAFT. ACC TEST AIRCRAFT ARE NOT SCHEDULED TO RECEIVE UPGRADED AVIONICS UNTIL 18 MONTHS FROM PRESENT.</p> <p>2. AFMC HAS STATED THAT ALL PRODUCTION OUTPUT IS COMMITTED TO PACAF FOR A MINIMUM OF 15 MONTHS AND THAT AFMC DOES NOT HAVE FUNDS TO INCREASE PRODUCTION FOR ACC.</p> <p>3. REQUEST HQ USAF PROVIDE FUNDING AND DIRECTION TO AFMC TO INCREASE PRODUCTION AND ACCELERATE DELIVERY OF AVIONICS TO ACC. USAFE HAS STATED URGENT NEED FOR FULLY TESTED NEW WEAPONS SYSTEMS WITHIN 6 MONTHS.</p> <p>4. POC IS CAPT SMITH, DSN 574-4567.</p> <p>EXERCISE BIG SAMPLE 02</p> <p style="text-align: center;"><b>UNCLASSIFIED</b></p>
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## Chapter 5

### AIR FORCE AFTER-ACTION REPORTING SYSTEM (AFAARS)

**5.1. Purpose.** The Air Force After-Action Reporting System (AFAARS) provides procedures for documenting exercise and operations results, identifying and correcting problems, identifying trends, and disseminating results.

#### 5.2. Reporting Instructions.

5.2.1. AFAARS applies to all Air Force elements that participate in the CJCS Exercise Program, other joint exercises, Air Force exercises, and real world operations. It also applies to humanitarian, base closure, peacekeeping, and noncombatant evacuation operations (NEO). HQ USAF, MAJCOMs, FOAs, and DRUs must establish internal after-action reporting procedures that ensure AFAARS objectives are met, problems are solved, and results are disseminated. MAJCOMs that are also air component commands of a unified command must comply with applicable CJCS and unified command after-action reporting instructions. Send an information copy of reports to HQ USAF/XOOT. MAJCOMs, FOAs, and DRUs that support other MAJCOMs in exercises should send their inputs to the reporting MAJCOM. MAJCOMs consolidate subordinate command inputs.

5.2.2. MAJCOMs, FOAs, and DRUs that support Air Force key exercises, experiments, and war-games should consult AFI 10-2301, *Operational Innovation Process*, for guidance.

5.2.3. Units that bilaterally support other services in exercises should submit reports through that service if the report is unique to that service.

**5.3. Types of Reports.** The documentation in these reports is essential for planning subsequent exercises and operations and validating corrections. HQ USAF/XO may modify these requirements for individual exercises and operations. The preferred method for submitting lessons learned, observations, and summary reports is in the Air Force Instructional Input Program (AFIIP) format either by using the AFIIP off-line software or the Advanced Lessons Management System (ALMS) On-Line program found on the Air Force Center for Knowledge Sharing Lessons Learned (AFCKSLL) web sites at <https://afknowledge.langley.af.mil> for the Internet or <http://knowledge.langley.af.smil.mil> for the SECRET Internet Protocol Router Network (SIPRNET) site. The alternate method of reporting for Air Force only events is a word document file that contains the same information required with the AFIIP software. An electronic word document template for these reports may be downloaded from the AFCKSLL web sites. All participants in a CJCS exercise must continue to submit their reports using an AFIIP or ALMS export file. **NOTE:** Word document format for the required Lesson Learned and Summary reports are shown later in this chapter.

5.3.1. Lesson Learned. The lesson learned is the most common type of submission. A lesson learned is defined as a technique, procedure, or practical work-around that enabled a task to be accomplished to standard based on an identified deficiency or shortcoming. For lessons learned that identify a problem requiring action at HQ USAF level, MAJCOMs, FOAs, DRUs, and Air Staff agencies will forward a lessons learned report to HQ USAF/XOOT not later than (NLT) 30 days following an exercise or operation.

5.3.2. Issue Report. Issue reports are similar to lessons learned in that they identify a shortcoming, deficiency, or problem identified during an operation or training event but do not include a

work-around or solution. Issue reports are submitted using either the AFIP off-line or ALMS on-line software. Include the word "Issue" in the report title (example, "Issue - Spare Parts Kits for Deployed Assets Were Obsolete"). For issues that identify a problem requiring action at HQ USAF level, MAJCOMs, FOAs, DRUs, and Air Staff agencies prepare and submit an Issue Report to HQ USAF/XOOT NLT 30 days following an exercise or operation.

5.3.3. Observation Report. Observation Reports document a technique or circumstance that significantly impacted an operation or training event and should be shared with the Air Force and joint community. Observation Reports are submitted using either the AFIP off-line or ALMS on-line software. Include the word "Observation" in the report title (example, "Observation - Unit Designed Scheduling Template Reduced Deployed Workload"). For observations that are to be shared with HQ USAF and above, MAJCOMs, FOAs, DRUs, and Air Staff agencies prepare and submit Observation Reports to HQ USAF/XOOT NLT 30 days following an exercise or operation.

5.3.4. Word document format for Lessons Learned Report. The alternate method for reporting a Lessons Learned/Issue/Observation Report is through a word document that contains the essential information provided by AFIP. Provide the following information in your report:

5.3.4.1. ORIGINATOR: POC Name/Rank.

5.3.4.2. CONTACT INFORMATION: Telephone DSN/Commercial, E-mail etc.

5.3.4.3. EVENT NAME: Operation/Exercise/Experiment Name, i.e. OPERATION NOBLE ANVIL/EXERCISE RED FLAG 02-3.

5.3.4.4. TITLE: (If an Issue or Observation start the title with "Issue" or "Observation") Mark Classification IAW DoD 5200.1-R.

5.3.4.5. OBSERVATION: Define the problem.

5.3.4.6. DISCUSSION: Provide the who, what, where, when, why, and how.

5.3.4.7. LESSON LEARNED: Describe a better process, a work-around, a new solution.

5.3.5. Summary Report. Summary Reports document and provide a description of operations and exercises including dates, locations, objectives, major participants, and limitations. Participating MAJCOMs, FOAs, and DRUs prepare and submit after-action summary reports using either the AFIP off-line or ALMS on-line software to AFCKSL following CJCS-sponsored CPXs and operations. Submit reports NLT 30 days following an exercise or operation. Refer to Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3150.25, *Joint After-Action Reporting System*, and CJCSM 3500.03, *Joint Training Manual for the Armed Forces of the United States*, for additional guidance. **NOTE:** The AFIP and the Windows Joint Instructional Input Program (WJIIP) have exactly the same format for lessons learned, issue, observation, and summary input creation. Either of these programs may be used to meet the USAF event reporting requirements. The export files these programs create are completely interchangeable and manageable in all the Joint Lessons Learned collection programs.

5.3.6. Word document format for Summary Report. The alternate method for reporting a Summary Report is through a word document that contains the essential information provided by AFIP. Provide the following information in your report:

5.3.6.1. ORIGINATOR: POC Name/Rank.

5.3.6.2. CONTACT INFORMATION: Telephone DSN/Commercial, E-mail etc.

5.3.6.3. EVENT NAME: Operation/Exercise/Experiment Name, i.e. OPERATION NOBLE ANVIL/EXERCISE RED FLAG 02-3.

5.3.6.4. TITLE: (If an Issue or Observation start the title with “Issue” or “Observation”) Mark Classification IAW DoD 5200.1-R.

5.3.6.5. GENERAL DESCRIPTION: General executive type overview of the event.

5.3.6.6. DATES: Inclusive dates when event occurred.

5.3.6.7. LOCATION OF OPERATIONS: Physical location of event.

5.3.6.8. LOCATION OF PERSONNEL: Where the personnel operations were conducted (List applicable forward/rear locations).

5.3.6.9. OBJECTIVES: What were the reasons you participated in the event.

5.3.6.10. LIMITATIONS: What hampered you from meeting your objectives (Submit Lessons Learned/Issue/Observation Report for each limitation).

5.3.6.11. MAJOR PARTICIPANTS: Unit, squadron, wing designations of participants.

**5.4. Report Submitting Procedures.** Commands, agencies, and reporting units submit reports using AFIP or enter directly into ALMS On-line at the AFCKSLL Internet or SIPRNET Homepages. Both the unclassified Internet and classified SIPRNET AFCKSLL Homepages have an on-line upload feature. Reports created by AFIP off-line may be submitted by uploading the file into the AFCKSLL website via the SIPRNET website for classified reports, or the Internet website for unclassified reports. **NOTE:** A tutorial program is available on both the unclassified and classified websites to familiarize users with the features of these electronic systems.

#### 5.5. Analysis and Dissemination.

5.5.1. After-Action Reports (AARs) received by HQ USAF/XOOT are reviewed and analyzed. Reports that apply to other Air Force organizations are placed in the AFCKSLL database for dissemination. Reports that require further action are submitted for inclusion in the Air Force Remedial Action Program for evaluation and action. Observation reports are analyzed semiannually for developing adverse trends and appropriate action is taken before operations and resources are impacted.

5.5.2. MAJCOMs and FOAs should maintain a command database. Analyze observation reports to identify and quickly correct developing adverse trends before they impact resources and operations. Review command databases semiannually and disseminate lessons learned through AFCKSLL and command-sponsored web sites.

**5.6. Air Force Center for Knowledge Sharing Lessons Learned (AFCKSLL).** The AFCKSLL is the Air Force repository for all Air Force Lessons Learned. HQ USAF/XOOT is the OPR for the AFCKSLL. The AFCKSLL maintains a computerized database that incorporates lessons learned from a broad spectrum of AARs. It includes valuable information learned from operations, exercises, wargames, and experiments. It also includes information on military operations other than war (MOOTW) such as humanitarian relief, NEO, base closures, and peacekeeping operations. (The site also includes the ALMS program for exercise or event reporting requirements. This program enables entering, editing, and managing individual observations as well as the capability to consolidate the individual event observations into groups for creation of an event after-action report.)

5.6.1. AFCKSLL Database Access. Access to the AFCKSLL database is available through the AFCKSLL Internet and SIPRNET Homepages and provides the following capabilities.

5.6.1.1. Search through the database using basic, advanced, and event methods.

5.6.1.2. Direct on-line input using either the single submission form or the Advanced On-line program for an entire event.

5.6.1.3. Downloading of search results as either a text file or an AFIP export file for analysis. If the report was created within the ALMS On-line, the file may be exported using an .ASC type file or may be directly submitted to AFCKSLL for posting.

5.6.2. AFIP software for off-line usage is available for download from both the AFCKSLL Internet and SIPRNET Homepages.

5.6.3. MAJCOMs, FOA, and DRUs may post lessons learned on the AFCKSLL database for dissemination. Instructions for submitting lessons learned are contained within the submission area of the website.

## Chapter 6

### AIR FORCE REMEDIAL ACTION PROGRAM (AFRAP)

**6.1. Purpose.** The AFRAP provides a process for tracking and resolving significant problems identified by HQ USAF Staff directorates, MAJCOMs, FOAs, DRUs, and subordinate organizations during exercises and real world operations. It documents the problem, establishes accountability for corrections, and monitors corrective action to conclusion and implementation. The AFRAP complements the CJCS Remedial Action Program (see CJCSI 3150.01, *CJCS Remedial Action Program*). **Figure 6.1.** outlines the Air Force Remedial Action process.

**6.2. Concept.** Commands resolve problems identified during exercises and operations at the lowest level of command.

6.2.1. Problems that cannot be solved at MAJCOM, FOA, or DRU level are submitted to HQ USAF/XOOT for action. HQ USAF/XOOT evaluates the problem through a subject matter expert. Based on the expert's evaluation, HQ USAF categorizes the issue as one of following:

6.2.1.1. *Tracked Issue.* A Tracked Issue is a deficiency or shortcoming in existing policies, supporting strategies, plans, procedures, systems, materiel, or forces that focuses on issues with Air Force-wide applications. To qualify as a Tracked Issue, the problem must normally meet at least one of the following criteria:

6.2.1.1.1. Be assigned to the Air Force by the CJCS RAP Steering Group;

6.2.1.1.2. Apply to more than one Air Force MAJCOM, FOA, or DRU;

6.2.1.1.3. Require action that exceeds the authority of the originating MAJCOM, FOA, or DRU;

6.2.1.1.4. Require action involving substantive resources; and/or

6.2.1.1.5. Affect doctrine or programming.

6.2.1.2. *Non-Tracked Issue.* A Non-Tracked Issue is either a problem encountered by a command for which procedures exist but were not followed, information that can be used as a potential checklist or reminder, or something that pertains to exercise design and management that would not occur in an actual operation.

6.2.2. If the problem is categorized as a Tracked Issue, it is assigned to an OPR for monitoring of the corrective action. Problems that cannot be resolved within the Air Force and affect the Joint community are sent to the Joint Staff J-7/JEAD for action. Submissions should be linked to one or more UJTL tasks before forwarding to J-7/JEAD.

**6.3. Reporting Instructions.** MAJCOM, FOAs, and DRUs should establish a remedial action process for reviewing and evaluating problems. Submit problems that cannot be resolved at the command level to HQ USAF/XOOT.

#### **6.4. Air Force Remedial Action Program Management.**

6.4.1. AFRAP Review Group. HQ USAF/XOOT chairs and manages the AFRAP through the AFRAP Review Group. The Group provides a corporate review of the progress of Tracked Issues,

reviews and approves disposition of new issues, and approves the closure of Tracked Issues. The Group Secretariat provides administrative support to the Group and facilitates the review. The Group consists of action officer level members from across the functional areas of the Air Staff. The Group meets semiannually, normally on or about one-month prior to the CJCS Remedial Action Program Working Group. Minutes from the Group are reviewed and approved by HQ USAF/XOO, and then distributed through the Director level to the board members, Tracked Issue OPRs, and MAJCOM, FOA, and DRU AFRAP coordinators.

6.4.2. AFRAP Review Group Secretariat. The CJCS Exercise and Joint Training Branch (HQ USAF/XOOT) provides administrative support and functions as the Secretariat. The Secretariat reviews, analyzes, and coordinates evaluations of new issues, prepares proposed disposition of new issues, recommends AFRAP Coordinators for new Tracked Issues, and coordinates the update status of Tracked Issues. The Secretariat assigns Tracked Issues to the AFRAP Coordinator responsible for the subject of the issues.

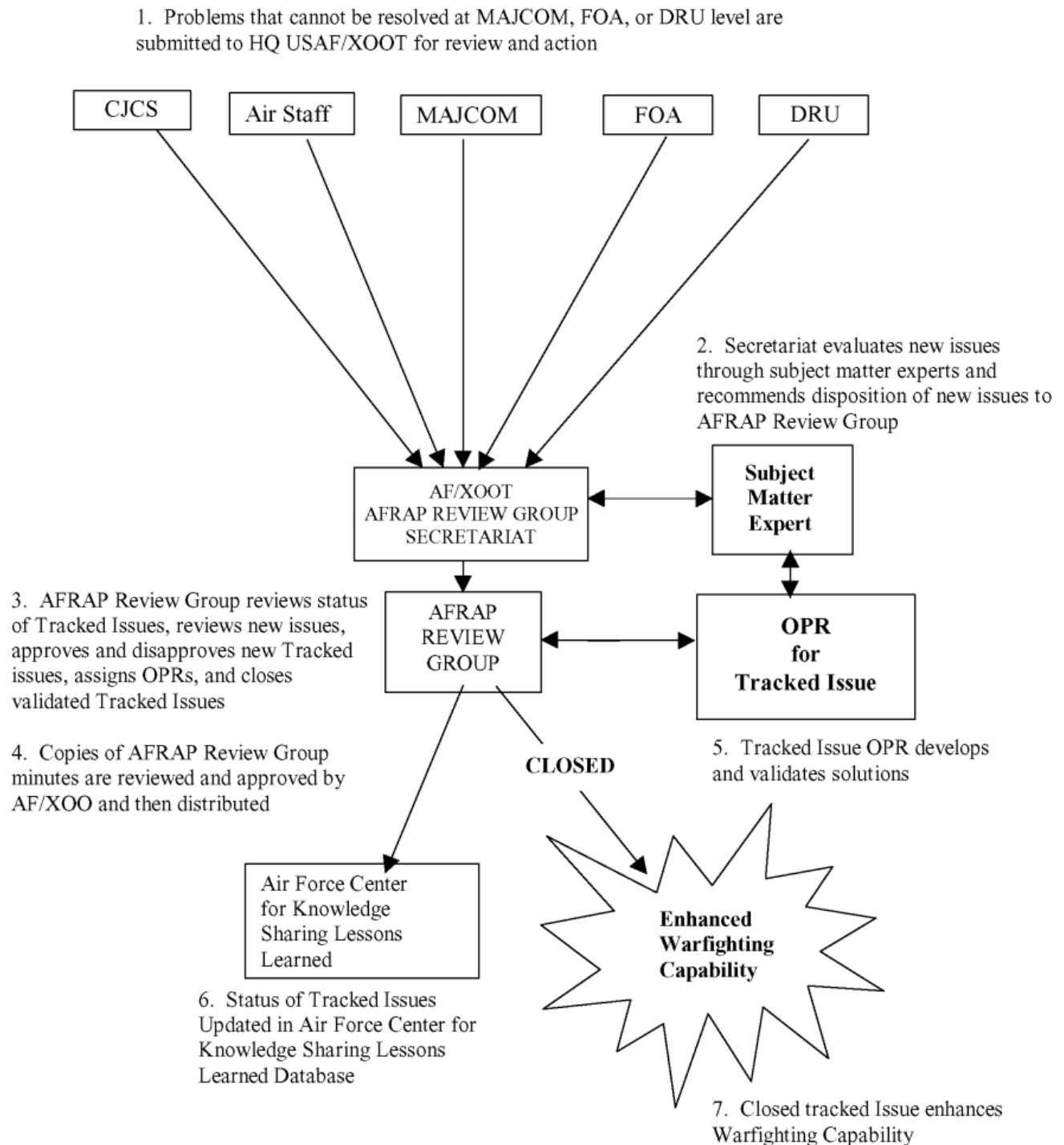
6.4.3. AFRAP Coordinators. Each MAJCOM, FOA, and DRU will designate and identify Remedial Action Program coordinators to the Review Group Secretariat. HQ USAF/XOOT (CJCS Exercises and Joint Training Branch) serves the CJCS RAP coordinator and liaison between Joint Staff (JS) J-7/EAD, Air Staff OPRs for CJCS RAPs, and Air Force Remedial Action Program coordinators.

**6.5. Coordinating Air Force Tracked Issues.** Air Force Remedial Action Program coordinators will identify functional OPRs within their organization who can solve the problem, determine cost estimates, identify resources required, and establish estimated completion dates. This information should be provided to HQ USAF/XOOT within 30 days of assignment as a Tracked Issue. Air Force Remedial Action Program coordinators submit a semiannual update to HQ USAF/XOOT that includes current status, milestones, and estimated completion date. Coordinators review assigned Tracked Issues and determine whether interim solutions are required. If all corrections are complete, recommend a Tracked Issue status change to “complete” while waiting for validation. OPRs are encouraged to work directly with the cognizant program element monitor (PEM). The PEM helps the OPR gain funding, validates the funding profile, confirms programmed action is sufficient, and coordinates requirements with other PEMs.

**6.6. Validating Air Force Tracked Issues.** Validate “complete” Tracked Issues by applying the same conditions (if possible) that caused the original deficiency. Consider developing Air Force exercise objectives to validate corrections. If an exercise does not validate Tracked Issue corrections, commands notify HQ USAF/XOOT to keep the affected Tracked Issue open.

**6.7. Closing Air Force Tracked Issues.** Submit recommendations for closing Tracked Issues to HQ USAF/XOOT. Give reasons for the recommendation. If the recommendation is not approved, HQ USAF/XOOT refers the item to the OPR for further action.



**Figure 6.1. The Air Force Remedial Action Program (AFRAP) Process.**

## Chapter 7

### STAFF AND TRAINING

#### 7.1. Staff Instructions.

7.1.1. For all significant exercises, MAJCOMs, FOAs, and DRUs should establish a single POC for overall exercise planning and coordination who serves as the command interface with HQ USAF/XOOT (CJCS Exercises and Joint Training Branch). Each organization determines any additional staff requirements for supporting the AFEP. Consider:

- 7.1.1.1. Workloads for the exercise cycle, including staff needed to evaluate AARs and start the projects to fix problems.
- 7.1.1.2. Tasking more than one person when multiple exercise development activities overlap.
- 7.1.1.3. Assigning more than one project officer to large-scale exercises.
- 7.1.1.4. Reorganizing existing resources to consolidate CPX and FTX planning functions.
- 7.1.1.5. Organizing exercise functions into single elements and designating exercise planning and evaluation as primary duties.

#### 7.1.2. MAJCOMs, FOAs, and DRUs will:

- 7.1.2.1. Participate in and support the Joint Staff Remedial Action Project Program, the AFRAP, and the AFAARS. When participating in another service's non-Joint, non-combined exercise, support their RAP.
  - 7.1.2.2. Institute an aggressive command remedial action program to correct deficiencies observed during exercises.
  - 7.1.2.3. Consolidate, review, and staff subordinate unit AARs and exercise observation reports. Identify and submit to HQ USAF/XOOT any problems requiring HQ USAF assistance to resolve.
  - 7.1.2.4. Establish and implement command policies, guidance, and procedures to supplement HQ USAF exercise directives, as necessary. In addition, they will guide subordinate command exercise planning, controlling, executing, and evaluating functions.
  - 7.1.2.5. Attend HQ USAF/XOOT-hosted exercise planning and coordinating conferences, if required. In addition, they will submit required documentation and coordinate on the draft exercise documents (e.g., EXPLAN, COSIN, post-exercise evaluation reports) and provide comments to HQ USAF/XOOT.
  - 7.1.2.6. Annually (NLT 31 Oct) submit data on participation in exercises to include exercise name, dates of employment, exercise location(s), countries participating for each exercise (if applicable), and actual expenditures for Commercial Ticket Program per exercise. Include exercises that are not included in the CJCS exercise program, such as Red Flag or Cope Thunder, but may be directed by MAJCOM or CINC.
- RCS: HAF-XOO(A)0204, status code C-3, continue reporting during emergency conditions, delayed precedence allowed for the submission of higher precedence reports.
- 7.1.2.7. Quarterly (NLT 15 days after the end of the fiscal quarter) report to XOOT the actual expenditures for Commercial Ticket Program per exercise, the Port Handling (PH) and Inland

Transportation (IT) expenditures, and the short tons/measured tons, by exercise for the preceding quarter. Also report annually (NLT 31 Oct) the same information for the fiscal year. RCS: HAF-XOO(A&Q)0205, status code C-3, continue reporting during emergency conditions, delayed precedence allowed for the submission of higher precedence reports.

**7.2. Training Instructions.** Exercise planners must thoroughly understand the procedures, plans, processes, doctrine, and systems being exercised, as well as the exercise design and analysis process. Additionally, the exercise planning group must include not only operational personnel but also personnel who understand the technical processes/capabilities of any Command, Control, Communications, Computers, and Intelligence (C4I) real world or simulation/modeling computer systems to be used.

7.2.1. These systems include Air Force organizational and command structure, mission, and relationship with DOD structures; Air Force capabilities, OPLANs, procedures, and information systems; and the Global Command and Control System (GCCS) and supporting systems such as JOPES and the CJCS Crisis Action Planning System. Make sure exercise planners are adequately prepared. MAJCOMs, FOAs, and DRUs should develop and implement internal training programs and procedures as necessary. Exercise planners may gain additional experience by attending service schools and the specialized courses listed below (for more information see AFCAT 36-2223, *USAF Formal Schools*):

7.2.1.1. JOPES Support Personnel Course - The Joint Operation Planning and Execution System (JOPES) basic course provides general functional training and procedural information on how to conduct joint operation planning and execution using JOPES in the Global Command and Control System (GCCS) environment.

7.2.1.2. JOPES Specialty Courses - The JOPES specialty courses are designed for the experienced JOPES user. The courses are designed to provide functional knowledge in the use of selected applications in the GCCS environment.

7.2.1.3. Contingency Wartime Planning Course - Instructs Air Force war planners in grades SSgt through Lt Col and civilian equivalents the basics of contingency wartime planning.

7.2.1.4. Joint Doctrine Air Campaign Course - Educates officers from unified, combined, or supporting air component commands in the fundamental concepts, principles, and doctrine required to plan a joint or combined air campaign at the theater level.

7.2.2. There is no formal HQ USAF-sponsored program that teaches exercise planners how to design, conduct, or evaluate exercises. The following resources may assist in development of exercises:

7.2.2.1. CJCSI 3500.01B, *Joint Training Policy of the Armed Forces of the United States*

7.2.2.2. CJCSI 3500.02C, *Joint Training Master Plan for the Armed Forces of the United States*

7.2.2.3. CJCSM 3500.03, *Joint Training Manual for the Armed Forces of the United States*.

## Chapter 8

### EXERCISE FUNDING AND PROGRAMMING

#### 8.1. General Information.

8.1.1. CJCSI 3511.01, *CJCS Exercise Program Funding*, provides policy and guidance from the CJCS to the combatant commanders and Services for the funding of exercises under the CJCS Exercise Program. Exercise funding and programming actions occur within the DOD biennial Planning, Programming, and Budgeting System (PPBS). AFPD 16-5, *Planning, Programming, and Budgeting System*, describes the PPBS as a cyclic process containing three distinct but interrelated phases:

8.1.1.1. *Planning*, which produces a fiscal forecast, planning guidance, and program guidance.

8.1.1.2. *Programming*, which creates the Air Force portion of the DOD's Future Years

Defense Program (FYDP) by defining and examining alternative forces and weapons and support systems.

8.1.1.3. *Budgeting*, which formulates, executes, and controls resource requirements, allocation, and use.

**8.2. CJCS Exercise Program.** The CJCS Exercise Program (CEP) is the principal means for the combatant commands to train and maintain joint readiness. The CEP provides joint, combined, and interoperability training for Air Force operational and support units. CEP funding is programmed and managed by the Joint Staff and the Air Staff. The Air Staff (USAF/XOOTE) is responsible for funding Air Force incremental O&M costs incurred solely for, or as a direct result of, planning for or taking part in a CJCS-sponsored exercise.

8.2.1. **Air Force Incremental Funding.** Air Force funding for participation in the CJCS Exercise Program is based on requirements identified in the Joint Training Master Schedule. The Air Force is responsible for funding exercise expenses, known as incremental expenses, such as consumable supplies, lodging, per diem, non-aviation fuel, contract support, and communications. Incremental funding does not include those costs funded in other Service accounts such as flying hours. Air Force funds these incremental costs from the CJCS Exercise Program Element (PE) code PE 28011F (fund code 30). This PE funds all active duty Air Force participation, while Air National Guard and Air Force Reserve forces are funded separately. Air Force funding under this program also supports the CJCS exercise incremental costs incurred by those unified and joint agency staffs for which the Air Force is the Service Executive Agent--US Central Command (USCENTCOM), Joint Information Operations Center (JIOC), North American Aerospace Defense Command (NORAD), US Space Command (USSPACECOM), US Strategic Command, (USSTRATCOM), and US Transportation Command (USTRANSCOM).

8.2.2. **Transportation Funding.** The Joint Staff J-7/Joint Exercise and Analysis Division (JEAD) is the OPR for exercise transportation funding to include airlift, sealift, Port Handling (PH), Inland Transportation (IT), and the Commercial Ticket Program (CTP). Joint Staff transportation funding covers the cost of transporting personnel and equipment from a unit's home station to the exercise area and return, except for commercial air travel from home station to and from the aerial port of embarkation (APOE), which is a Service responsibility. AF/XOOTE manages disbursements of PH/IT, and CTP

funds. The Air National Guard and the Air Force Reserves receive their PH/IT and CTP funds from AF/XOOTE. PH/IT and CTP are funded by Joint Staff transportation funds (fund code Z4).

8.2.2.1. Port Handling (PH). Port handling costs are normally related to commercial shipping expenses due to receipt or dispatch of cargo at seaports of embarkation (SPOEs) or seaports of debarkation (SPODs) and include documentation, terminal handling, and stevedoring. Funds for PH costs are sent from the Joint Staff directly to Military Traffic Management Command (MTMC) who pays for all costs to move exercise cargo through a seaport. PH costs also can arise at aerial ports of embarkation (APOEs)/aerial ports of debarkation (APODs). In this situation, units should request PH funding through their MAJCOMS, as described in Paragraph 8.2.2.3. below.

8.2.2.2. Inland Transportation (IT). Inland transportation expenses include the movement of exercise participants and cargo from points of origin to exercise destination or from points of origin to the APOE/SPOE, and from APOD/SPOD to the final destination in the exercise area, by commercial-for-hire firms when organic transportation is not available or cost effective. (See [Attachment 1](#), Section C, for definitions of POD/POE). Movement is by surface transportation (rail, highway, and inland waterway). For movement of personnel, utilize the most cost-effective means, i.e., hire a commercial bus for a large group of individuals, or purchase seats on a bus for a small number of people. Vehicles where commercial drivers are included in the lease/ticket price are permissible. It is not permissible to rent a passenger van/car without a driver. Transportation expenses associated with temporary duty, exercise conferences, and air travel are not valid IT expenses.

8.2.2.3. PH/IT Funding Process. MAJCOMS and Agencies will manage the distribution and obligation of Joint Staff (JS) transportation funds for PH/IT. Units will request PH/IT funding through their MAJCOM or Agency. MAJCOM and Agency exercise planners will validate with the unit that the funds will be used for expenses defined above. MAJCOM and Agency exercise planners will send a PH/IT funding request to HQ USAF/XOOTE via E-mail

(<mailto:xoote@pentagon.af.mil>) at least 10 days prior to the date that the funds are needed. The PH/IT funding request will include the CJCS exercise name, number of passengers and/or total weight of cargo (in short tons), as well as the cost estimate. HQ USAF/XOOTE will order the funds from the Joint Staff (J7/JEAD). The Joint Staff Comptroller will post the funds on the Program Budget Accounting System (PBAS) for the respective command/agency. The funding document from the Joint Staff Comptroller will have a code 012110 for PH funds and 012120 for IT funds. This equates to a Budget Program Activity Code (BPAC) of 21100 for PH funds and 21200 for IT funds. MAJCOMs and Agencies are responsible for the process of getting funds to the units and for tracking PH/IT obligations by exercise name. Emergency and Special Project (ESP) codes for JCS exercises will be used to track expenditures by exercise name.

8.2.2.4. Commercial Ticket Program (CTP). This program is intended to provide a mechanism for individual commercial air travel during exercise execution in circumstances where military airlift or commercial air charter is not more efficient. CTP is used only when United States Transportation Command (USTRANSCOM) provided common-user transportation cannot satisfy the scheduling command's requirements contained within the combatant commander validated Time-Phased Force and Deployment Data (TPFDD) for the exercise. The Joint Staff allocates JS transportation funds to each Service at the beginning of each fiscal year. USAF/XOOTE submits requests to JS (J7/JEAD) for the distribution of these funds as required to each MAJCOM/Agency. CTP dollars can only be used to purchase commercial airline tickets in support of specifically

authorized CJCS exercise participants to travel from the APOE to APOD, in some instances there may be an intermediate APOE/APOD to connect with overseas flights. In this case, the authorization message will provide specific details. CTP does not cover per diem or movement to the APOE or from the APOD. Once approved for a particular CJCS exercise, USTRANSCOM will release the authorization message. Per CJCSM 3500.03, *Joint Training Manual (JTM) for the Armed Forces of the United States*, the authorization message will be addressed to the Joint Staff, Service headquarters, supporting commands and agencies, and the scheduling command. The scheduling command is responsible for ensuring major commands are notified of CTP authorizations.

8.2.2.5. CTP Funding Process. MAJCOMS and Agencies will manage the distribution and obligation of Joint Staff (JS) transportation funds for the Commercial Ticket Program. Once MAJCOMs/Agencies receive a CTP authorization message, that is for their respective personnel, the MAJCOM/Agency exercise planners will send a CTP funding request to USAF/XOOTE via E-mail (<mailto:xoote@pentagon.af.mil>) listing the amount authorized for that MAJCOM/Agency and the exercise name. HQ USAF/XOOTE will order the funds from the Joint Staff (J7/JEAD). The Joint Staff Comptroller will post the funds on the Program Budget Accounting System (PBAS) for the respective command/agency. The funding document from the Joint Staff Comptroller will have a code 012130 for CTP funds. This equates to a Budget Program Activity Code (BPAC) of 21300 for CTP funds. MAJCOMS and Agencies are responsible for the process of getting funds to the units and for tracking CTP obligations by exercise name. Emergency and Special Project (ESP) codes for JCS exercises will be used to track expenditures by exercise name. **NOTE:** Port Handling (PH), Inland Transportation (IT), and Commercial Ticket Program (CTP) authorizations and obligations must be tracked separately even though they are all Fund Code Z4 funds. Once Fund Code Z4 funds are issued by the Joint Staff to a MAJCOM/Agency, the funds must be obligated for the exact purpose for which they were authorized (i.e., funds issued for CTP cannot be used for IT and vice versa).

8.2.2.6. CJCS Exercise Expenses. HQ USAF/XOOTE is the OPR for managing PE 28011F funds, which cover incremental O&M costs incurred *solely for, or as a direct result of, planning for or taking part in a CJCS-sponsored exercise*. It is important to note that PE 28011F funds are sourced through the Air Force budgetary process whereas PH/IT and CTP funds are sourced by the Joint Staff budgetary process. This differential in funding sources requires that separate fund cites be annotated for expenses charged to each of these areas. AFI 65-601, Volume 1, *Budget Guidance and Procedures*, directs that participants charge JCS exercise costs to PE 28011F for active-duty units. These costs are tracked through the use of Emergency and Special Program (ESP) codes. ESP codes are 2-character identifiers used in conjunction with program elements in fund cites to identify/track funds for specific operations or exercises. ESP codes will be used to track PH/IT, CTP, and incremental O&M costs by exercise. Using organizations provide for any support required during an exercise conducted at a non-Air Force, ANG, or AFRC installation for which there are not agreements or arrangements to the contrary. For detailed JCS exercise funding guidance, refer to AFI 65-601, Volume 1, Table 10.3.

**8.3. Funding for Single Service Exercises .** In general, a MAJCOM directing a single Service exercise will budget the resources to support it. MAJCOM Operations and Maintenance (O&M) accounts fund participation in exercises not included in the CJCS Exercise Program (i.e., CAF Exercises and Readiness Training, PE 27603F funds Red Flag and Air Warrior exercises).

**8.4. Combined Exercises.** These exercises should be conducted pursuant to a written arrangement with the foreign participant(s) that includes the scope of the exercise, status of US personnel (paragraph 1.4.18.), and reimbursement method and procedures, as appropriate. Exercises conducted to test and evaluate mutual capabilities do not require authorization or funding under the Arms Export Control Act (AECA). Costs of foreign participation in these exercises may not be paid directly or reimbursed from DOD funds. DOD funds may only be used to pay the costs of US armed forces participation, which would have been incurred in the absence of foreign participation in the exercise. The costs of any US support provided to the participating countries or international organizations for training exercises must be reimbursed under a foreign military sales (FMS) case.

## **8.5. JCS Planning, Programming, and Budgeting Processes for CJCS Exercises.**

### **8.5.1. Planning Phase.**

8.5.1.1. Exercise schedule planning is done on a 5-year schedule, the results of which are contained in Joint Training Information Management System (JTIMS). Key suspense dates associated with joint training can be found in CJCSM 3500.03, *Joint Training Manual (JTM) for the Armed Forces of the United States*, Appendix G. The Joint Training Master Plan (JTMP), provides CJCS guidance to CINCs, Services, Joint Staff, and defense agencies for planning and conducting joint training events and joint exercises. Refer to the CJCSI 3500.02C, *Joint Training Master Plan 2002 for the Armed Forces of the United States*, Enclosure C, for illustration of the Joint Training System.

8.5.1.2. A Joint Staff-sponsored Worldwide Joint Training Conference, normally held in September, sets the stage for joint training planning throughout the upcoming year. Attendees include the unified commands, Service headquarters, defense agencies, and other activities. The Joint Staff updates training guidance and resource allocation, reviews Joint Mission Essential Tasks (JMETs), resolves training issues, and identifies potential scheduling problems.

8.5.1.3. During POM development, the unified commands hold individual CINC Exercise and Training Conferences normally in the fall. These conferences have attendees from component commands, supporting joint commands, the Joint Staff, Services, and other agencies. Attendees will address joint training requirements for exercises within the CJCS exercise and training program on a 3-year cycle (i.e., a conference conducted in October-December 2001 will address resource requirements through Fiscal Year (FY)05, but will focus primarily on executing the FY03 program. Exercises for FY06 and 07 will be addressed for POM planning purposes and future planning.)

8.5.1.4. Upon completion of the individual CINC Exercise and Training Scheduling Conferences, each CINC normally updates their applicable Joint Exercise Schedule electronically in JTIMS. This submission should cover the POM years and will form the basis for deconfliction within the worldwide conferences. Each scheduling command or agency submits its proposed programs, indicating airlift hours and dollars, sealift days and dollars, and PH/IT dollars. Unresolved scheduling differences should be referred to the Joint Staff for resolution prior to the Worldwide Exercise Scheduling Conference.

### **8.5.2. Programming Phase.**

8.5.2.1. A Joint Staff-sponsored Worldwide Exercise Scheduling Conference, normally held in February, includes representatives from the Joint Staff, combatant commands, Services, and other

appropriate Government agencies. Conference goals include discussion of the overall direction of the CJCS Exercise and Training Program, evaluation of last year's program, resolution of resource conflicts, distribution of exercises throughout each planning year, assessment of funding levels and program objectives, and briefing of the proposed CJCS Exercise Evaluation Program for the following fiscal year. It is at this conference that notional forces are set against projected requirements.

8.5.2.2. Following the Joint Staff-sponsored Worldwide Exercise Scheduling Conference, combatant commands revise their exercise schedules and resubmit their revised Joint Exercise Schedule to J-7/JEAD. For CINC-sponsored exercises, transportation requirements are refined for the current year and estimated for the subsequent 5 years. These requirements are electronically submitted to J-7/JEAD for inclusion in Joint Training Master Schedule (JTMS).

8.5.3. Budgeting Phase. In the early July timeframe, any adjustments to program funding made by OSD are transmitted through a Program Decision Memoranda (PDM), which is the mechanism used to adjust the FYDP in preparation for the budgeting phase. Typically, not all transportation requirements identified in the POM are funded, so the Joint Staff issues budget-year funding targets (usually current year plus two) to the combatant scheduling commands (airlift and sealift) and Services (PH and IT), advising them of approved transportation levels (dollars) for the program. Once the revised exercise schedules are received from the CINCs, the overall CJCS exercise schedule is coordinated and published as part of the CJCS JTMS. JS J7/JEAD will confirm final Service transportation funding targets for the execution year once Congress enacts the Appropriation Bill.

**8.6. HQ USAF Planning, Programming, and Budgeting Process for CJCS Exercises.** The following USAF exercise functions are conducted in parallel with JCS exercise processes and are an integral part of the PPBS activities.

8.6.1. In December or January, as directed by HQ USAF/XOOTE, MAJCOMs and agencies submit their CJCS exercise funding requirements through the Future Years Defense Plan. MAJCOMs should also include explanations for any projected expense differing from the previous year's submission. HQ USAF/XOOTE uses MAJCOM submissions to brief the Air Force corporate structure during POM development. The MAJCOMs/Agencies will also provide estimates PH/IT funding requirements, which will be used by the Joint Staff for their POM/BES inputs. The PH/IT estimates will include the number of short tons, passengers and cost for each exercise.

8.6.2. HQ USAF incorporates approved CJCS Exercise POM requirements into an annual Budget Estimate Submission (BES) to OSD. On approving the BES, OSD incorporated the USAF program (PE 28011F) into the President's Budget. Funds then become available once Congress approves, and the President signs, the Department of Defense Appropriations Act.

8.6.3. When the approved final budget is released, USAF/XOOTE will send out a funding allocation message to the MAJCOMs and agencies distributing exercise fiscal guidance for the next execution-year and funding quotas (bogies) for the 5 years following the execution year.

## **8.7. Execution.**

8.7.1. During a current fiscal year, a command or agency may encounter other unfinanced and unanticipated requirements for an approved CJCS exercise. When such a requirement becomes known, the



command or agency should request funding through USAF/XOOTE. The request should include justification to support the request against competing requirements.

8.7.2. AF incremental O&M funds for CJCS exercises (PE 28011F) have a SAF/FMBO obligation limitation. PE 28011F funds cannot be realigned without prior approval from SAF/FMBO. In preparation for end of fiscal year closeout, notify USAF/XOOTE of any excess PE 28011F funds. Turning in excess funds does not prejudice the amount you will be funded the following year. Service exercise funds not spent revert back to SAF/FM control for reallocation. This policy may provide funding for lower priority or previously unfunded exercise requirements. In addition, HQ USAF/XOOTE may request to internally, within PE 28011F, realign the funds to unfunded requirements.

8.7.3. Joint Staff transportation funds (fund code Z4) for PH/IT and CTP are distributed per the procedures in paragraph 8.2.2.3. and 8.2.2.5. MAJCOMs and Agencies are required to keep track of transportation funds authorized and obligated by BPAC and exercise name in order to produce a mid-year and end of year report.

8.7.4. MAJCOMs and Agencies should track all CJCS exercise expenditures using assigned ESP codes. Questions concerning the use of ESP should be addressed to HQ USAF/XOOTE.

## 8.8. Reporting.

8.8.1. At the request of USAF/XOOTE, MAJCOMS and agencies will submit an obligation report for PH/IT funds by exercise name twice yearly. The report will be submitted NLT 20 Jul, and the second report, due NLT 15 Nov, will provide end of fiscal year data.

8.8.2. At the request of USAF/XOOTE, MAJCOMS and agencies will submit an obligation report for PE 28011F funds NLT 15 Nov, along with the PH/IT report listed in paragraph 8.8.1. The report will cover obligations for TDY costs, supply costs, and contract costs by exercise for the previous fiscal year. The format of this report will be similar to the POM requirements submitted in January of each year.

## 8.9. Other Exercise Funding.

8.9.1. MAJCOMs, FOAs, and DRUs conducting unilateral or other joint exercises not within the approved CJCS Exercise Program must fund these exercises from their own O&M accounts.

8.9.2. The National Guard Bureau (NGB) and US Air Force Reserve (USAF/RE) plan and fund O&M costs separately for their programmed participation in the CJCS Exercise Program. Air Reserve Component participation is critical to the success of any Air Force exercise participation. Exercise planners must program for ARC forces if they would like to have ARC participation in an exercise. The ARC only gets exercise funding if they have been programmed, during the exercise planning cycle, for participation. Failing to program ARC participation will likely result in a deficiency in participating forces because the ARC will not have been authorized the funds. If ARC forces are invited, but ARC participation is not programmed, the requesting agency must pay for the ARC force participation. (See AFI 65-601, Volume 1, *Budget Guidance and Procedures*, Table 10-3, for additional guidance).

**8.10. Air-to-Air Refueling of Foreign Aircraft during Combined Exercises.** (Reference HQ USAF/XOO message DTG 022205Z JUN 97, Air-to-Air Refueling (AAR) of Foreign Aircraft During Combined Exercises)

8.10.1. Combined Exercises That Include Air-to-Air Refueling Requirements Exclusively for USAF Receiver Aircraft (No US Requirement to Refuel Foreign Receiver Aircraft).

8.10.1.1. In combined exercises where there is no approved US requirement to refuel foreign receiver aircraft, air refueling of foreign aircraft must be on an opportune, non-interference basis. Tankers must be scheduled based on USAF mission requirements only, in accordance with normal USAF procedures. When a schedule is built to meet these mission requirements, it may result in some loiter time that foreign receivers can use under the criteria set forth in this directive. However, schedulers may not create excess loiter time simply to accommodate foreign receivers. If non-opportune refueling is required for foreign aircraft outside the “envelope” for meeting USAF mission requirements, the foreign government must pay for the additional loiter and boom/drogue time required, as well as for the fuel offloaded. This is because the costs of such support would not have been incurred but for the foreign government (non-US) requirement. The foreign government will not be charged for the transit time of the tanker aircraft as transit time was required for the USAF mission.

8.10.1.2. Foreign pilots must be qualified and current in USAF air-to-air refueling procedures. Exercise refueling will not be used as an instrument for foreign pilots to obtain initial qualifications, requalification, or to maintain currency. Provision of air refueling training requires a Foreign Military Sales (FMS) case (see DODD 5105.38, Section 100201.B., *Defense Security Cooperation Agency (DSCA)*).

8.10.1.3. Receiver aircraft not previously certified for refueling operations must be certified for technical and operational compatibility in accordance with USAF regulations.

8.10.1.4. Foreign governments must pay for the fuel offloaded in accordance with USAF regulations and procedures (for example, pursuant to the terms of a reciprocal fuels agreement, cross-servicing agreement, or FMS case).

8.10.1.5. Status of Forces Agreement (SOFA) claims provisions, applicable to the nations involved, should cover liability. If a SOFA does not exist or is otherwise not applicable, a liability agreement must be established prior to the exercise. Such an agreement must be negotiated and concluded in accordance with DODD 5530.3, *International Agreements*. These types of agreements must be submitted to SAF/IA in accordance with paragraph 2.4. of AFI 51-701, *Negotiating, Concluding, Reporting, and Maintaining International Agreements*.

8.10.2. Combined Exercises That Include Valid US Requirements to Refuel Foreign Receiver Aircraft.

8.10.2.1. It may be appropriate for the foreign government to pay only for the fuel offloaded when the purpose of a combined exercise is to employ coalition force concepts of operations that require USAF air refueling of foreign aircraft in support of DOD mission requirements. In this case, the criteria in paragraphs [8.10.1.2.](#), [8.10.1.3.](#), [8.10.1.4.](#), and [8.10.1.5.](#) must be met. A command-coordinated request should be forwarded to AF/XO for approval to conduct the refueling operation on less than full cost reimbursement basis. The request should contain: (1) a description of the operation, including objectives; (2) the US mission requirements to be satisfied; (3) a list of expenses to be assumed by the DOD and the funding source; and (4) a list of expenses to be assumed by the foreign government, including method of payment to DOD for required reimbursements.

8.10.2.2. If the air-to-air refueling does not meet the criteria set forth above, air-to-air refueling must be conducted on a reimbursement basis. The foreign government must pay for the fuel, boom/drogue time, tanker transit time and loiter time, and all other costs as appropriate.

CHARLES F. WALD, Lt General, USAF  
DCS/Air & Space Operations

**Attachment 1****GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

DOD 5200.1-R, *Information Security Program*

DODD 3020.26, *Continuity of Operations (COOP) Policy and Planning*

DODD 5105.38, *Defense Security Assistance Agency (DSAA)*

DODD 5530.3, *International Agreements*

DODD 7045.14, *The Planning, Programming, and Budgeting System (PPBS)*

DODI 7045.7, *Implementation of the Planning, Programming, and Budgeting System (PPBS)*

CJCSI 3150.01, *CJCS Remedial Action Program*

CJCSI 3150.25, *Joint After-Action Reporting System*

CJCSI 3410.01 (S), *Continuity of Operations Plan for the Chairman of the Joint Chiefs of Staff*

CJCSI 3500.01A, *Joint Training Policy for the Armed Forces of the United States*

CJCSI 3500.02C, *Joint Training Master Plan 2002 for the Armed Forces of the United States*

CJCSI 3511.01, *CJCS Exercise Program Funding*

CJCSI 5711.01, *Policy on Action Processing*

CJCSM 3122.03, *JOPES, Volume II (Planning Formats and Guidance)*

CJCSM 3150.31, *Joint Center for Lessons Learned*

CJCSM 3430.01, *Crisis Staffing Procedures of the Chairman of the Joint Chiefs of Staff*

CJCSM 3500.03, *Joint Training Manual (JTM) for the Armed Forces of the United States*

CJCSM 3500.04B, *Universal Joint Task List (UJTL)*

CJCSN 3501 (S), *CJCS Joint Training Master Schedule*

CJCSN 3502 (S), *Quarterly Schedule of Significant Military Exercises*

Joint Pub 3-54, *Joint Doctrine for Operations Security*

AFDD 1-1, *Air Force Task List*

AFI 10-208, *Continuity of Operations Plans*

AFI 10-400, *Aerospace Expeditionary Force Planning*

AFI 10-1101, *Operations Security (OPSEC)*

AFI 10-2301, *Operational Innovation Process*

AFI 25-101, *War Reserve Materiel (WRM) Program Guidance and Procedures*

AFI 32-4001, *Disaster Preparedness Planning and Operations*

AFI 32-7006, *Environmental Program in Foreign Countries*

AFI 32-7061, *The Environmental Impact Analysis Process*

AFI 33-106, *Managing High Frequency Radios, Personal Wireless Communications Systems, and the Military Affiliate Radio System*

AFI 33-118, *Radio Frequency (RF) Spectrum Management*

AFI 33-211, *Communications Security (COMSEC) User Requirements*

AFI 37-124, *The Information Collections and Reports Management Program; Controlling Internal, Public, and Interagency Air Force Information Collections*

AFI 51-701, *Negotiating, Concluding, Reporting, and Maintaining International Agreements*

AFI 65-601, Volume 1, *Budget Guidance and Procedures*

AFM 1-1, Volumes 1 and 2, *Basic Aerospace Doctrine of the United States Air Force*

AFM 10-206, *Operational Reporting*

AFPAM 91-215, *Operational Risk Management (ORM) Guidelines and Tools*

AFPD 10-2, *Readiness*

AFPD 16-5, *Planning, Programming, and Budgeting System*

AFPD 32-70, *Environmental Quality*

AFPD 33-2, *Information Protection*

### ***Abbreviations and Acronyms***

**AAIF**—Automated Airfield Information File

**AAR**—After-Action Report

**ACC**—Air Combat Command

**AECA**—Arms Export Control Act

**AEF**—Aerospace Expeditionary Force

**AEFC**—Aerospace Expeditionary Force Center

**AEW**—Air Expeditionary Wing

**AFAARS**—Air Force After-Action Reporting System

**AFCAP**—Air Force Contract Augmentation Program

**AFCAT**—Air Force Catalog

**AFCESA**—Air Force Civil Engineering Support Agency

**AFCKSLL**—Air Force Center for Knowledge Sharing Lessons Learned

**AFFECT**—Air Force Exercise Coordination Team

**AFEP**—Air Force Exercise Program

**AFFMA**—Air Force Frequency Management Agency

**AFI**—Air Force Instruction

**AFIIP**—Air Force Instructional Input Program  
**AFKEWES**—Air Force Key Exercises, Experiments and Wargame Events Schedule  
**AFMC**—Air Force Materiel Command  
**AFPD**—Air Force Policy Directive  
**AFRAP**—Air Force Remedial Action Program  
**AFRC**—Air Force Reserve Command  
**AFSC**—United States Air Force specialty code  
**ALMS**—Advanced Lessons Management System  
**AMC**—Air Mobility Command  
**ANG**—Air National Guard  
**APOD**—aerial port of debarkation  
**APOE**—aerial port of embarkation  
**ARC**—Air Reserve Component  
**BES**—Budget Estimate Submission  
**BPAC**—Budget Program Activity Code  
**C4I**—Command, Control, Communications, Computers, and Intelligence  
**CAF**—Combat Air Forces  
**CAT**—Crisis Action Team  
**CAX**—Computer-Assisted Exercise  
**CINC**—Commander in Chief  
**CJCS**—Chairman of the Joint Chiefs of Staff  
**CJCSI**—Chairman of the Joint Chiefs of Staff Instruction  
**CJCSM**—Chairman of the Joint Chiefs of Staff Manual  
**CJCSN**—Chairman of the Joint Chiefs of Staff Notice  
**COMAFFOR**—Commander, Air Force Forces  
**COMSEC**—Communications Security  
**COSIN**—Control Staff Instruction  
**COTS**—Commercial-Off-the-Shelf  
**CPX**—Command Post Exercise  
**CSES**—Contractor Support and Essential Services  
**CTP**—Commercial Ticket Program  
**DOD**—Department of Defense

**DODD**—Department of Defense Directive

**DODI**—Department of Defense Instruction

**DRU**—Direct Reporting Unit

**DSCA**—Defense Security Cooperation Agency

**DSN**—Defense Switched Network

**DTG**—Date-Time Group

**EAF**—Expeditionary Aerospace Force

**ECG**—Exercise Control Group

**EIAP**—Environmental Impact Analysis Process

**ENDEX**—End of Exercise

**ESP**—Emergency and Special Program (code)

**EXPLAN**—Exercise Plan

**FINPLAN**—Financial Plan

**FMS**—Foreign Military Sales

**FOA**—Field Operating Agency

**FTX**—Field Training Exercise

**FY**—Fiscal Year

**FYDP**—Future Years Defense Program

**GCCS**—Global Command and Control System

**HQ**—Headquarters

**HQ USAF/XO**—HQ USAF Deputy Chief of Staff, Air and Space Operations

**HQ USAF/XOCW**—HQ USAF Deputy Chief of Staff, Air and Space Operations, Wargaming and Experiments Division

**HQ USAF/XOO**—HQ USAF Deputy Chief of Staff for Air and Space Operations, Director of Operations

**HQ USAF/XOOT**—HQ USAF Deputy Chief of Staff for Air and Space Operations Operational Training Division

**IT**—Inland Transportation

**JCS**—Joint Chiefs of Staff

**JEAD**—Joint Exercise and Analysis Division, Joint Staff (J-7)

**JIOC**—Joint Information Operations Center

**JMET**—Joint Mission Essential Task

**JOPEs**—Joint Operation Planning and Execution System

**Joint Pub**—Joint Publication

**JS**—Joint Staff

**JTIMS**—Joint Training Information Management System

**JTMS**—Joint Training Master Schedule

**JULL**—Joint Universal Lessons Learned (Report)

**JULLS**—Joint Universal Lessons Learned System

**LG**—Logistics

**LOGCAP**—Logistics Civilian Augmentation Program

**M&S**—Modeling and Simulation

**MAJCOM**—Major Command

**METL**—Mission Essential Task List

**MIPR**—Military Interdepartmental Purchase Request

**MOOTW**—Military Operations Other Than War

**MSC**—Military Sealift Command

**MSEL**—Master Scenario Events List

**MTMC**—Military Traffic Management Command

**MTW**—Major Theater War

**MWR**—Morale, Welfare, and Recreation

**NAF**—Numbered Air Force

**NEO**—Noncombatant Evacuation Operations

**NGB**—National Guard Bureau

**NIPRNET**—Unclassified But Sensitive Internet Protocol Router Network

**NLT**—Not Later Than

**NORAD**—North American Aerospace Defense Command

**O&M**—Operations and Maintenance

**OPLAN**—Operation Plan

**OPORD**—Operation Order

**OPR**—Office of Primary Responsibility

**OPSEC**—Operations Security

**OPTEMPO**—Operating Tempo

**ORI**—Operational Readiness Inspection

**OSD**—Office of the Secretary of Defense



**PACAF**—Pacific Air Forces

**PBAS**—Program Budget Accounting System

**PDM**—Program Decision Memorandum

**PE**—Program Element

**PEM**—Program Element Monitor

**PERSTEMPO**—Personnel Tempo

**PH**—Port Handling

**PID**—Plan Identification Number

**POC**—Point of Contact

**POD**—Port of Debarkation

**POE**—Port of Embarkation

**POM**—Program Objective Memorandum

**PPBS**—Planning, Programming, and Budgeting System

**RAP**—Remedial Action Projects Program (JCS)

**SIPRNET**—Secret Internet Protocol Router Network

**SAF/GCI**—Secretary of the Air Force, Office of the General Counsel, Deputy General Council for International Affairs

**SDM**—Scenario Development Message

**SOFA**—Status of Forces Agreement

**SPOD**—Seaport of Debarkation

**SPOE**—Seaport of Embarkation

**STARTEX**—Start of Exercise

**TDY**—Temporary Duty

**TPFDD**—Time-Phased Force and Deployment Data

**UJTL**—Universal Joint Task List

**ULN**—Unit Line Number

**USAF**—United States Air Force

**USAFE**—United States Air Forces Europe

**USCENTCOM**—US Central Command

**USSOCOM**—United States Special Operations Command

**USSPACECOM**—US Space Command

**USSTRATCOM**—US Strategic Command

**USTRANSCOM**—United States Transportation Command

**WJIIP**—Windows Joint Instructional Input Program

**WRM**—War Reserve Materiel

### *Terms*

**Controller**—Trusted agent who introduces planned scenario events during exercises.

**Control Staff**—Collective designation for controllers.

**Control Staff Instruction (COSIN)**—Instructions that govern conduct of the exercise.

**Implementer**—Device used to introduce a problem, situation, or scenario event into the exercise.

**Lesson Learned**—A technique, procedure, or practical work-around that enabled a task to be accomplished to standard based on an identified deficiency or shortcoming.

**Master Scenario Events List (MSEL)**—List of sequentially numbered events that direct exercises toward the desired objectives.

**Non-Tracked Issue**—A Non-Tracked Issue is either a problem encountered by a command for which procedures exist but were not followed, information that can be used as a potential checklist or reminder, or something that pertains to exercise design and management that would not occur in an actual operation.

**Players**—All exercise participants other than controllers.

**Port of Debarkation (POD)**—The geographical point at which cargo or personnel are discharged. May be a seaport or aerial port of debarkation. For units requirements, it may or may not coincide with the destination.

**Port of Embarkation (POE)**—The geographic point in a routing scheme from which cargo or personnel depart. May be a seaport or aerial port from which personnel and equipment flow to port of debarkation. For unit and nonunit requirements, it may or may not coincide with the origin.

**Summary JULL**—report submitted in JULLS format documenting general description, dates, location of operations and personnel, objectives, limitations, and major participants.

**Tracked Issue**—A Tracked Issue is a deficiency or shortcoming in existing policies, supporting strategies, plans, procedures, systems, materiel, or forces that focus on issues with Air Force wide implications.

**Trusted Agent**—Subject matter expert who provides input to exercise scenarios, creates implementers, and assists exercise planners in exercise development. Trusted agents may also be used as controllers.

## Attachment 2

## SUMMARY OF MAJCOM/FOA/DRU REPORTS

Table A2.1. AFAARS.

<i>Time Frame</i>	<i>Contents of Report</i>	<i>Reference</i>
NLT 30 days following an exercise or operation	Lesson Learned (Technique, procedure, or practical work-around that enabled a task to be accomplished)	Para <a href="#">5.3.1.</a>
NLT 30 days following an exercise or operation	Issue Report (Identified shortcoming, deficiency, or problem)	Para <a href="#">5.3.2.</a>
NLT 30 days following an exercise or operation	Observation Report (Technique or circumstance that significantly impacted an operation or training event)	Para <a href="#">5.3.3.</a>
NLT 30 days following an exercise or operation	Summary Report (Description of operation or exercise)	Para <a href="#">5.3.4.</a>

Table A2.2. AFRAP.

<i>Time Frame</i>	<i>Contents of Report</i>	<i>Reference</i>
Within 30 days assignment of a tracked issue	AFRAP coordinator through their functional OPR will determine cost estimates, identify resources required, and establish estimated completion date for resolving the tracked issue.	Para <a href="#">6.5.</a>
Semiannually	AFRAP coordinator provides current status, milestones, and estimated completion date for resolving the tracked issue.	Para <a href="#">6.5.</a>

**Table A2.3. EXERCISES.**

<i>Time Frame</i>	<i>Contents of Report</i>	<i>Reference</i>
Quarterly (NLT 15 days after the end of the fiscal quarter)	1. Actual CTP expenditure per exercise 2. Actual PH/IT expenditure per exercise 3. Short tons/measured tons moved per exercise	Para <a href="#">7.1.2.7.</a>
Annually (NLT 31 Oct)	1. Actual CTP expenditure per exercise 2. Actual PH/IT expenditure per exercise 3. Short tons/measured tons moved per exercise	Para <a href="#">7.1.2.7.</a>
Annually (NLT 31 Oct)	Exercise participation to include: 1. Exercise names 2. Employment dates 3. Exercise location(s) 4. Countries participating 5. Actual CTP expenditure per exercise	Para <a href="#">7.1.2.6.</a>

**Table A2.4. FUNDING/PROGRAMMING.**

<i>Time Frame</i>	<i>Contents of Report</i>	<i>Reference</i>
Annually (Dec/Jan)	O&M exercise requirements for the next 6 years at the finplan LEVEL. (Specifics will be detailed by XOOT message)	Para <a href="#">8.6.1.</a>
Annually (Dec/Jan)	Incremental O&M submission to support CJCS Exercise Program (PE 28011F), to include projected PH/IT costs.	Para <a href="#">8.6.1.</a>
Annually (NLT 15 Nov)	MAJCOMs/Agencies submit obligation report for PE 28011F funds	Para <a href="#">8.8.2.</a>
Twice yearly (NLT 20 Jul and NLT 15 Nov)	MAJCOMs/Agencies submit obligation reports for PH/ IT funds by exercise name	Para <a href="#">8.8.1.</a>